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ABSTRACT

This paper identifies salient features of scholarship and statesmanship that are required to bring about constructive momentum from the ferment in which today's teacher educators are operating. After brief comments on the nature of the ferment found in the general environment, the ferment in teacher education is illustrated through two examples. The foci selected for discussion are (a) one attempt to enhance the quality of teacher education and (b) the current struggle for power and control in the field of teacher education. In each case, a look at alternative ways teacher educators interact with the fast-moving elements in the ferment leads to recommendations about scholarship and statesmanship that could bring about constructive momentum. (Author)

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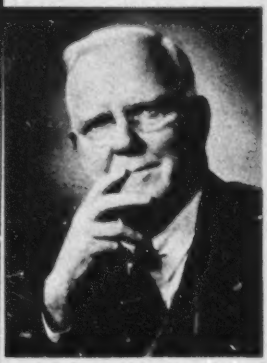
CHARLES W. HUNT – The Lectures and the Man



In Memoriam

Through the Charles W. Hunt Lecture, given at each of the Annual Meetings of the American Association of Colleges for Teacher Education since 1960, AACTE proudly acknowledges its debt to this dedicated educational statesman.

This year, we in the Association are particularly saddened by the passing of Charles Hunt, who died September 3, 1973 at his home in Oneonta, New York. At nearly 93, he represented a remarkable tie to the past. However, those who knew Dr. Hunt recognized his strong concern for contemporary affairs combined with a vision of what could be.

Though he spent most of his professional life as an administrator, he rightly insisted on identifying himself as a teacher. His infectious enthusiasm for life and his championing of the God-given right of every individual, young or old, to develop to his maximum potential are qualities which always marked his commitment to the preparation of teachers. His vitality and determination to move ahead in reshaping teacher education and his skill in firing up others to do so are in the best tradition of the good teacher.

As a champion of the democratic ideal, he counseled grass-roots organization and solidarity to accomplish reform. As a true pioneer in teacher education, he was wise enough to view the community not only as a laboratory, but as a source for ideas and support. A teacher, communicator, and an agent for change, he "shook the ideas and structure" of teacher education.

As AACTE Executive Director Edward C. Pomeroy said at the memorial service for Dr. Hunt September 5, 1973: "Without a man of the vision of Charles Hunt and the encouragement he provided, certainly the history of these past 50 years in American education would have been significantly different." Indeed much of importance in organized teacher education has happened in his lifetime.

Born in Charlestown, New Hampshire, in 1880, Charles Wesley Hunt was educated at Brown University (B.A. 1904) and Columbia University (M.A. 1910, Ph.D. 1922), all the while teaching English in New England and New York until he began a supervisory career in 1910. In his 18 years as college president, from 1933 to 1951, he helped to transform an old normal school at Oneonta into State University of New York at Oneonta, a multipurpose institution within a state system of colleges.

Our Association owes much to Charles Hunt. Serving voluntarily for 25 years as secretary-treasurer (1928-53), he was instrumental in transforming the American Association of Teachers Colleges into the American Association of Colleges for Teacher Education. Until his death, he continued to serve as consultant to the Association's Board of Directors. His inspiration still guides AACTE and its professional men and women who represent their institutions.

The Lecture Series is conceived as a continuing professional tribute to the years of leadership and service which Dr. Hunt gave to education. When this series was begun in 1960, Dr. Hunt advised us to hold fast to "enduring faith in our purposes, faith in our fellow workers, and faith in the democratic tradition and process." Such dedicated commitment is still needed today to lift the quality of education in American society. Charles Hunt has built a model that will serve future professionals well.

MARGARET LINDSEY, Professor of Education
Teachers College,
Columbia University

A prominent educator recently spoke of Margaret Lindsey as "the dean of teacher educators," an affectionate and well earned honorific. Her professional colleagues know her as an indefatigable worker in the cause of improved teacher education—contributing to innumerable projects, associations, committees, and publications with enthusiasm and dedication.

Her greatest concern through the years has been curriculum improvement. But perhaps her favorite activity is her work with graduate students, for, in addition to her vast committee work, she carries a full teaching schedule at Teachers College. indeed she has played a large role in preparing many teacher educators and deans now active in the field.

Margaret Lindsey began her studies in Pennsylvania, earning a B.S. in elementary education at Shippensburg State College and an M.A. in elementary school administration and reading at Pennsylvania State University, University Park. After teaching elementary school and college in Pennsylvania, she earned her Ed.D. in curriculum and teaching at Teachers College, Columbia University, in 1946.

On the university level, she has been coordinator of professional education at Indiana State University in Terre Haute; research associate and project director of the Horace Mann-Lincoln Institute of School Experimentation at Columbia University; and director of the Training of Teacher Trainers (TTT) Project at Teachers College, Columbia University.

She has written for many professional journals and is editor or coauthor of numerous books and research projects on elementary education, curriculum, student teaching, supervision, and professional standards.

State and national borders cannot contain Dr. Lindsey, for she has traveled widely as consultant to faculties of teacher education and state departments of education. Even foreign countries have benefited from her expertise—as research

associate on teacher education projects in Africa for the American Council on Education and for the Afro-Anglo-American Project, and as study tour associate on education in West Germany for the U. S. Office of Education.

Dr. Lindsey's many professional association offices are evidence of her distinguished devotion to the profession. For the Association of Teacher Educators (ATE), she has been president of the New York State chapter and president of the national ATE. For the National Education Association and the American Association of School Administrators, she was vice-chairman of the Educational Policies Commission. She has been vice-chairman, project director, and editor for the NEA National Commission on Teacher Education and Professional Standards (TEPS).

The American Association of Colleges for Teacher Education has been a longtime recipient of her valuable contributions. She began as research associate and coauthor of the monumental study of student teaching, *School and Community Laboratory Experiences in Teacher Education*, published in 1948 by the Association's Standards and Surveys Committee. She has served on the AACTE Committee on Evaluative Criteria, the Committee on Studies, and the Advisory Committee for the ERIC Clearinghouse on Teacher Education, and chaired the Committee on Standards.

Currently Dr. Lindsey is a member of the AACTE Performance-Based Teacher Education Project Committee, chairman of the AACTE-NCATE Task Force on Accreditation, and member of the Advisory Committee on Teacher Education, Council for Exceptional Children.

Few persons are better qualified than Margaret Lindsey to view with clarity the rising tide of *ferment* in our profession and to recommend techniques to foster constructive *momentum*.

FERMENT AND MOMENTUM IN TEACHER EDUCATION

Margaret Lindsey

The Fifteenth Charles W. Hunt Lecture

Presented at the Twenty-sixth Annual Meeting of the American Association of Colleges for Teacher Education
Chicago, Illinois
February 20, 1974

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The title of this lecture places in juxtaposition two concepts, *ferment* and *momentum*. This does not mean that there is a necessary one-to-one, sequential relationship between the two, any more than there is between "love and marriage" or "horse and carriage," in spite of the propaganda advanced in an old popular song.

Ferment is manifested by excitement, agitation, tension; often by confusion, uncertainty, or insecurity; sometimes by frustration and even anxiety. In a field like teacher education, unanswered questions, unresolved issues, and dissatisfaction with results of previous efforts are the conditions producing ferment. Ferment is heightened by the attention of important persons, allocation of funds, definition of research proposals, and publicizing of suggested solutions.

Momentum connotes concerted movement in a perceptible direction. As placed in this year's theme, it suggests that out of ferment may be distilled ideas with the power to mobilize energies and eventuate in progress.

The title of this lecture was derived from the theme of the 26th Annual Meeting of the American Association of Colleges for Teacher Education.

It is characteristic of the rolling, bubbling, sputtering condition called ferment that many ideas are put forth tentatively, only to disappear unnoticed. Others explode on the scene and command attention, but even explosive ideas may meet a sudden and inconsequential death. Nevertheless, a field in ferment is to be preferred to one that is static and tensionless. A few quiet but useful ideas may survive to have a positive, continuing influence on the field. A few explosive ideas may have constructive and enduring impact. With ferment comes opportunity.

Not all momentum is productive either. Some forward thrusts may be superficial because they are backed by false claims or are motivated by unprofessional considerations. Even momentum that appears promising in early stages may be quashed by unintelligent behavior of persons in a hurry for a successful outcome. Hence, both ferment and momentum have positive and negative potential; both have the power to promote and the power to restrict progress.

The task of teacher educators is not alone to search out and make constructive use of existing ferment. It is also to ask the penetrating questions, delineate the issues, state the observations, and advance the hunches

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and innovative proposals that will create new tensions. Thereby, we will enhance the quality of the ferment and increase the likelihood of constructive momentum. To a considerable extent, scholarship and statesmanship in our field are best demonstrated in such action.

A primary intent of this paper is to identify salient features of scholarship and statesmanship required to bring about constructive momentum from the ferment in the midst of which today's teacher educators are operating. After brief comments on the nature of the ferment found in the general environment, the ferment in teacher education will be illustrated through two examples. The foci selected for discussion are, first, one attempt to enhance the quality of teacher education and, second, the current struggle for power and control in the field of teacher education. In each case, a look at alternative ways teacher educators interact with the fast-moving elements in the ferment leads to recommendations about scholarship and statesmanship that could bring about constructive momentum.

AN ENVIRONMENT IN FERMENT

As we are well aware, there is ferment out in the wider world of which we are a part. For example, disturbances in the Middle East and Asia, the global energy crisis, struggles for nationhood and independence, and unequal distribution of the world's resources contribute to ferment in our existence. Closer to our daily lives and highly influential in our professional work is ferment on the domestic scene – fear of an industrial complex with increasing control over goods and services, forewarnings of disastrous inflation, erosion of confidence in politicians, confrontation with hard facts of our failures in terms of justice and equality of opportunity, disconcerting recognition of lack of ethics in much of our life and work, and growing awareness of the awesome power of communication media to influence persons of all ages. Still closer to our professional activities is ferment arising out of dissatisfaction with the nation's formal educational system, which is accused of being controlled by a closed establishment, perpetuating injustice, failing to meet the needs of large groups of people, and burdening citizens with costs beyond their ability to pay.

Furthermore, as workers in institutional settings, primarily though not exclusively institutions of higher education, we share with our institutional communities the ferment

directly affecting them—ferment that arises both within and outside of institutional walls.

Recent reports on higher education reveal intense agitation, strong tensions, much confusion, uncertainty, and insecurity—all signs of ferment. Governance of institutions has shifted increasingly to outside agencies, such as state commissions on higher education and various other agencies of state government. Faculty members find themselves in conflict over purposes of academic life, where to place their loyalties, how to use their time, to what to assign priority, with whom to cast their lot for protection of their rights and welfare. Debate continues about criteria to be used and by whom applied in evaluation of faculty performance, whether it be for tenure, promotion, salary, or special merit. Individual institutions take on ever more functions, and senseless duplication is rampant. To achieve graduate standing is the central purpose of much institutional behavior, and the quality of undergraduate programs suffers from the deprivation accompanying loss of prestige.

As stated in a recent report, "Faculty members are now under greater pressure than before—from students who want more power, from legislators that have potential power and want control, from a labor market that was favorable but has become relatively unfavorable. They are on the defensive." [1] Editors speak of the "new depression in higher education" and of the critical lessons in "economics being learned by all professors." [2] Unionization of faculty members proceeds at a rapid pace, from about 3000 in 1966 to over 82,000 in 1973.[3] Controversy surrounding open admission, compensatory programs, free universities, and proficiency examinations continues. A concept of universal opportunity for education beyond the high school still arouses heat in argumentation and frustration in implementation.

It takes no stretch of the imagination to realize that centers of ferment, such as those just identified, are critical aspects of ferment in our particular field of specialization. They constitute a major force in selecting and defining purposes to be served by educational institutions and thus have a direct bearing on roles and responsibilities of professional educators at all levels. Coupled with numerous other areas of ferment in the society at large, they form the historical and contemporary roots of the ferment in teacher education, which is our central concern at this meeting and to which we now turn.[4]

FERMENT IN TEACHER EDUCATION: ENHANCEMENT OF QUALITY

There are many signs that much of the ferment in teacher education today, as in the past, centers around the quality of all aspects of the operation. For example, professional education courses continue to be ridiculed for alleged low quality. Differences of opinion about what novices know or can do as they enter professional practice are voiced as strongly as ever by both educators and outsiders. Veteran practitioners still complain about the uselessness of the advanced study provided for them either by universities or by school systems. Although feuding has subsided somewhat, "academicians" and "educationists" go on accusing each other of inadequacy, lack of scholarship, and failure to make instruction relevant and meaningful to students. Concern with quality in teacher education is not new, but dissatisfaction with both practice and achievement is more widespread and more deeply felt that ever before.

The field of teacher education has long depended upon certain mechanisms for control of program quality. Examples are institutional systems for determining faculty status, national professional accreditation of institutions, state legal program approval, and state legal certification of individuals.

Fundamental to reliance on any one of the traditional control mechanisms is an assumption that a positive relationship exists between application of the mechanism and the quality of an institution, a program, or an individual's practice. It has been assumed that application of criteria in determining rank of individual faculty members has a direct relationship to quality of professorial behavior, in spite of considerable evidence to the contrary. Both the profession and the public have been willing to assume that the quality of an accredited or approved teacher education program is necessarily high, but that assumption can be questioned in instance after instance. Similarly, it has been assumed that the certified or licensed individual is competent to engage in professional practice, although that assumption, too, has been successfully challenged on numerous occasions.

Currently, dissatisfaction with achievement of traditional mechanisms in controlling the quality of teacher education is pervasive. However, the most devastating criticisms strike not at the mechanisms themselves but rather at the unvalidated assumptions underlying each one. It is generally recognized that there is continuing need for ways of accrediting institutions, approving programs,

ensuring a competent faculty, and certifying/licensing individual practitioners. Quality control is still sought, but what is new in the ferment in teacher education is a search for more dependable guarantees of quality.

One such search is found in a movement you will recognize as soon as you hear words commonly associated with it—competency- or performance-based teacher education, certification on the basis of demonstrated performance /competency, accountability, or assessment. The movement is pointed toward such direct control of the quality of programs and their graduates that the assumption of a relationship between application of control mechanisms and professional practice can be validated. This is not the first time in our history that teacher educators have sought to determine needed competencies and to work on developing them in future teachers through the use of practical situations. The difference today is the concerted effort and the sharper intellectual tools being brought to bear on the task.

Evidence of the scope and intensity of the movement are everywhere apparent. State legislatures enact regulatory measures, sometimes treating program approval, certification, and accountability as separate entities, and at other times packaging the whole set of controls into one by focusing on specifications for accountability.[5] State departments of education or divisions of teacher education and certification establish commissions, committees, or task forces, set up trial programs and pilot projects, publish papers, hold conferences, develop newsletters, and fix timetables for enforcement of new standards.[6] Professional associations give major billing to the movement in their national conventions and in their official publications. Centers are charged with responsibility for collection, assessment, dissemination (and sometimes development) of materials related to the movement. A glossary of terms is developed to encompass new language as well as to bring to old words special connotations associated with the movement.[7]

On college and university campuses, formal and informal groups of faculty members are searching for understanding, trying to clarify meanings and positions on issues, developing plans, and in some instances, bringing about reforms in programs and instruction.[8] Various arrangements that bring together representatives from higher education, elementary and secondary schools, professional associations, and sometimes communities are

being explored and tried out.[9] Private organizations and foundations continue their interest and support.

The level of ferment rises and controversy intensifies as opponents of the movement begin to speak out. Highlights from a report appearing in the *New York Times* on December 1, 1973 and from an editorial in response to that report show some of the dimensions of the ferment. "Teachers Assail Plan on Training," the headline said, and then:

> The State Education Department's plan for fundamentally revising the ways that school teachers throughout New York are trained and certified came under intense criticism at an all-day conference . . . .
> Three speakers . . . . attacked performance-based teacher education . . . . What's being proposed under the name of performance-based education and certification is quackery . . . . The performance-based approach would not lead to preparation of the all-around teacher because it could not adequately take account of such skills as being able to establish rapport with students . . . . The plan was denounced . . . as an anti-intellectual, factory line approach that denies freedom to the university.[10]

The editorial response that appeared two weeks later made important observations:

> The intemperate attacks by spokesmen for the teaching establishment on performance-based training and certification of teachers reflect the kind of dogmatic conservatism that frequently blocks efforts to improve public education. The extreme criticism . . . makes rational discussion exceedingly difficult . . . . It is difficult to see how anyone who believes that the only pertinent criterion for successful professionalism in teaching is demonstrated ability to deal with pupils could reject or denounce certification based on performance.[11]

The United States Office of Education nurtured this movement in its infancy. And in the midst of the kind of ferment just illustrated, William Smith, director of Teacher Corps, expresses his views on the matter:

> The 1970's are witnessing a serious restructuring of teacher education programs throughout the country. Communities are demanding it, legislators are supporting it, state education departments and local education agencies are involved in it, and institutions of higher education are responding to it.
> To date the response that seems to hold most promise is PBTE, an approach to developing specific programs which lead to the increased teaching competency of the individual and insure the delivery of the kinds of services to children that realistically and efficiently meet their needs. It is a dramatic new emphasis which is both trailblazing and sobering but one whose future must be influenced wisely and deliberately . . . .[12]

Smith's advice of deliberation and wisdom is right on target. Our own history instructs us that what appears to be trailblazing now may have little effect unless we are able to make constructive use of it. Recognizing that strong ferment can be both constructive and destructive, what responses are being made?

THREE RESPONSES TO REFORM

As has been true many times in the past, what is claimed to be a thrust forward toward real reform finds responders who can be grouped roughly into three categories. Responders in the first group have a central tendency toward pessimism, often leaning in the direction of negativism. Persons in this group interact with ferment in different ways. Some express their negative feelings openly; others grumble privately. In the case of still others, their public and private reactions may be quite contradictory. Hidden agendas abound.

Typical of this first category are those who from the beginning make general predictions of failure of a new proposal. Such was the response of one educator who was asked for his opinion of accountability. He said, "As a method for producing competence on the part of teachers or students, the accountability movement will, of course, fail – as have other such movements in the past." [13]

Others in this same category of pessimists are highly selective in the focus of their reactions, so much so that they pass lightly over most of an idea or proposal and attack a small piece out of its setting. To that attack they bring their modal behavior of negativism and attempt to drag the whole to doom by tearing down one part. For example, in reacting to the new movement to ensure competent graduates to teacher education programs, they say things like:

"Devotion to performance and practice will divert attention from theory."

"You can't validate those competencies."

"It costs too much."

"Government intervention (with money) will compromise professional integrity."

"The faculty can't (or won't) do it."

"Materials are not available."

They imply that for any one or two such reasons it is best to forget the whole thing.

Lack of understanding and distortion of ideas on the part of some advocates of a movement frequently provide a substantial basis for predictions of failure. For example, some zealous proponents of competency-based teacher education pay an inordinate amount of attention to observable, measurable behavior and show a corresponding lack of concern for a sound knowledge base and development in the affective area. This imbalance is not inherent in the notion of competency-based teacher education and certification; instead it is the creation of unfortunately limited educators as they interact with

the ferment surrounding this particular movement for enhancing quality. It is recognized that value can be distilled from even the most negative and irrational interactions. It appears to this observer, however, that contributions of persons in this category are limited and sometimes do little more than keep the ferment boiling in such ways as to obstruct forward momentum.

In the second category of responders to ferment in teacher education are those who are quick to mount a movement without comprehending it. They facilely acclaim its general attributes, rather than illuminate the substance of the movement. They excel in ostentatious promotion. In this group are persons like the department chairman who called his faculty together in October and informed them, "We are going to go competency-based." Discussion among professors was heated and disturbing. When they sought help from their chairman, he said, "All you need to do is to write behavioral objectives for each course you teach. That should not be hard or take too long. Could you have that much done by November first?"

Included in this class of responders also are those educators who don't or won't or can't conceptualize. Some of them reject the idea of developing or examining a conceptual framework as being too theoretical, too impractical, and altogether too unimportant. These persons are eager to run ahead of the crowd in what they call ACTION. Some persons have an uncanny capacity to ruin the chances of a good idea for survival. Let me provide a general illustration and then call your attention to the close parallel to the center of our operations.

You are familiar with the University Without Walls, a consortium of 21 institutions called the Union for Experimenting Colleges and Universities. One basic notion in the educational reform with which that group is experimenting is that important learning can and does take place outside the walls of institutions. In this connection a large part of some programs focuses on student self-selected community internships. As recently reported, internships are as good or as bad as those responsible for them. For example:

> One student recently obtained a degree for beekeeping. Her father, a beekeeper, was her mentor (supervisor). According to her own description, "This study included a minimum of courses and exams; it meant staying home and giving Dad a hand." . . . In another case a student received advanced standing in sociology for having lived in a ghetto all her life. No paper describing her experience was submitted and no examination was required. "My experience is worth more than all the theories in the textbooks," she said, and she was granted eight points of credit.[14]

Does that not remind you of the abuses of the basic principles advanced in 1948 when student teaching was the subject of a revised standard? [15] Those principles called for full-time teaching in representative schools, where the novice would encounter fully the real world of the teacher, guided by a master classroom teacher. Unfortunately the quality of the experience gained by student teachers in many instances was reduced rather than improved, as had been the intent of the revision. Literally hundreds of students found themselves in schools, removed from the campus with little contact with their home institution for long periods of time, working with classroom teachers who needed, requested, and did not get real assistance in their new role as teacher educators.

Today, the abuse of a potentially useful idea in some cases finds students writing behavioral objectives that have little relevance to their needs and going through motions required in an instructional module without any sense of pattern or of the whole into which this part, the module, is to be integrated.

Frequently, persons who jump into action with little forethought create a false impression of what is actually going on. Only when one examines the situation carefully does he experience the disappointment of seeing what little rationale undergirds the action and what small pieces of the whole are really being touched by it.

In the fall of 1972, the AACTE Committee on Performance-Based Teacher Education surveyed 1,250 institutions with a request for information about PBTE programs. Of the 738 institutions replying, 17 percent (131) indicated that they had an operating performance-based teacher education program. [16] One year later, when the Committee, in cooperation with the Educational Testing Service, followed up the 131 institutions with a request for more specific data, the results revealed, with rare exceptions, only small pilot kinds of programs and those limited almost exclusively to certain parts of the professional sequence, primarily student teaching. [17]

The persons who act with deliberation and wisdom in responding to ferment that is both trailblazing and sobering belong to a third group. In this class are those whose contributions are likely to be recorded indelibly on the future of teacher education. Here are the many scholars who search for meaning, who ask important questions —albeit sometimes very discomfiting and threatening questions, who engage in systematic study, who not only act on their hunches, but also thoroughly examine their actions and the consequences of them.

In this group are scholars of many types: for example, the philosopher who seeks deeply and thoughtfully for moral principles that appear to be essential to teaching competency;[18] the psychologist who applies his accumulated knowledge and wisdom to examination of what happens to a person engaged in self-confrontation;[19] the sociologist who persists in his efforts to discover if the demands in a multicultural society call for unique teaching competencies.[20]

And then there are the many specialists in various teaching fields who continue their clinical analyses of teaching so that they may find out what is particularly important for their own fields. Here, too, are the technologists, the systems designers, the managers, the economists, the evaluators, and the materials producers who, perceiving difficult problems, use their energies in constructive activities designed to solve problems in contrast to those who, perceiving the same problems, spend their time reiterating the problems, deploring the difficulties in solving them, and thus hamper forward movement.

In this group are the teacher educators who, with statesmanlike posture, recognize inadequacies and failures in present programs and practices but see them as demands for reform. Such persons use ferment created by negative criticism and attacks as one basis for bringing about change, and they follow through with action to effect desirable change. These are the people whose central tendency is toward attempts at constructive progress, in contrast to those who habitually limit their interaction to identification of and comment upon failures.

In some ways, the most important persons in this third group of responders are those on the firing line at every level and in all kinds of settings who take seriously their responsibilities as scholars of practice, who are constantly engaged in careful examination of that practice, and who discharge their obligation to communicate their observations to their colleagues.

If current ferment emanating from the competency-based movement is to have any significant momentum toward enhancement of the quality of teacher education, it is most likely to result from the statesmen and scholars in the third group.

FERMENT IN TEACHER EDUCATION: THE STRUGGLE FOR POWER AND CONTROL

Thus far this paper has illustrated how ferment has coalesced around one

accountability movement, as one approach to enhancing the quality of teacher education, and how teacher educators are responding to it. Concurrent with that movement and overlapping it to a large extent is another area of concentrated ferment. This area can be discussed under the rubric of "the struggle for power and control."

Long-term efforts of the National Education Association to establish professional self-governance reached a significant milestone with the development and dissemination in 1971 of "A Model Teacher Standards and Licensure Act." The Act is, as the title suggests, a model recommended for adoption or adaptation by each state. It proposes as a regulatory agency a commission of thirteen people. Seven would be full-time teachers in grades nursery through twelve, four would be other full-time practitioners in schools, and only two members would come from faculties in higher education institutions engaged in teacher education. This commission would declare and place into effect the minimum academic teaching competence and personal requirements for each class of licensure and would also declare and place into effect the procedures and standards governing accreditation.[21]

In rapid progression following dissemination of the Model Act, the AACTE Board of Directors established a Task Force on Teacher Standards and Licensure to alert member institutions about developments in professional governance. The National Education Association withdrew its financial support from the National Council for Accreditation of Teacher Education (NCATE). The AACTE Board appointed a Task Force to advise them with regard to the future of national professional accreditation. The NEA set up a Task Force "to establish guidelines for achieving involvement of practicing teachers in undergraduate level teacher preparatory programs."[22]

When the AACTE Task Force—that is, higher education representatives—came together with the NEA Task Force—that is, representatives of elementary and secondary school teachers—little disagreement was apparent with respect to the current inadequacies of certain parts of teacher education. Moreover, substantial agreement was found on how programs and mechanisms of control might be improved. Where fundamental differences were identified, they were purely political; they were disagreements about the balance of power in control of accreditation, program approval, and certification.

In reporting to their parent body, the AACTE Task Force indicated the major areas of disagreement. These included commitment to national, voluntary, professional accreditation (as opposed to mandatory accreditation attached to licensure and employment); insistence upon a definition of the profession encompassing teachers, guidance personnel, administrators, supervisors, and other professional practitioners in both schools and universities (as opposed to limiting the profession to regular members of the National Education Association); equal distribution of representation on boards and councils with one-third allocated to NEA, one-third to AACTE, and the remaining allocated to other associations (as opposed to the NEA's position that they have a numerically controlling power on committees, councils, and boards); and finally that the cost of operating accreditation be more equitably shared.[23]

The report of the NEA Task Force to the 1973 NEA General Assembly included observations as well as guidelines for involvement of teachers. They said, for example, that they discovered ". . . a great deal of agreement about the *necessity* of involving the practicing teacher in preparatory programs," but they added that, "With few exceptions, much of such involvement is patronizing and dehumanizing to the practicing teacher.

Practicing teachers, they asserted, "are bored with admonitions and futuristic threat-loaded predictions about teacher education."[24]

All of the guidelines recommended by the NEA Task Force are important and should be given due consideration by teacher educators in schools, higher education institutions, local and state boards of education, and state departments of education. One recommendation states, for example:

> State Teachers Associations will promote and support the creation of legal professional standards boards designed to govern policies for: (1) the licensure of teachers, (2) the procedures . . . of revocation or suspension of license, (3) the review or waiver of any certification requirements, (4) the accreditation and state approval of teacher education programs, including field centers, and (5) the training of practicing teachers for the supervision of students in field experience and internships.[25]

The same general posture of the NEA in the continuing power struggle was reiterated during AACTE's recent Leadership Training Institute. Referring to the teaching profession as an entity and not as an organization, a speaker from NEA said, "Of course we think NEA should be preeminent in governance of that entity. . . . The Model Act would establish commissions to regulate

accreditation, certification, and governance in which classroom teachers would hold the balance of power." [26]

Meanwhile the report of the Higher Education Task Force on Improvement and Reform in American Education (HETFIRE) has been presented;[27] the AACTE Board of Directors has deliberated on roles and responsibilities of higher education institutions; state units of AACTE have considered governance of teacher education at the state level, the staff has continued its leadership responsibilities with other agencies; and state liaison representatives have convened to examine roles of AACTE in this snowballing of ferment around power and control.

In each and every one of these activities, a commitment to cooperation, to shared power, and to significant involvement of school personnel in designing and conducting teacher education has been officially affirmed. For example, the Leadership Institute recommended: collaboration with the organized profession (e.g., NEA) regarding the definition and direction of teacher education; discussion with NEA, AFT, and other organizations to clarify views and eliminate existing misunderstandings; development of activities that will convert potentially destructive negotiations into a broader-based force for quality education; and promotion of legislation to encourage school districts and teacher associations at all levels to participate in student teaching and fieldwork." [28]

To the credit of many persons, effective modifications have been brought about in the power structure controlling national professional accreditation. The Constitution of NCATE has been revised by the Coordinating Board representing the five constituent organizations and now awaits final approval of the National Commission on Accrediting. Membership on NCATE and on the Coordinating Board has been more equitably distributed, responsibility for development and continuous review of standards has been shifted from the AACTE to the Council itself, and a small representative study group has been organized for further study of problems of control inherent in the accreditation mechanism. However, the substance of the standards, which provide direction for reform in teacher education, remains untouched. The scholarship and statesmanship (or lack of them) demonstrated by the deliberations, the research, and the actions by the Council, the Coordinating Board, the Visiting Teams, and the Evaluation Boards are

for the most part overlooked in the struggle for power and control.

Accreditation is only one of the mechanisms where power can be centered in controlling teacher education. Certification is another. Because certification and continuing licensure are legal functions at the state level, it is not surprising that much of the ferment in that area is located at the state level. As one closely involved with the problems of certification, Lierheimer expressed concern over "intensified efforts by organized groups of teachers to gain dominance over determination about licensure . . ." He observed that "there is little substantive elaboration on how determinations would be made about qualifications to teach, should the organized profession be given a decision-making role." Furthermore, he asserted that professional literature "argues that teachers and others should make the rules governing admission to teaching and the practice of teaching. but it says little about the mechanisms or principles that would guide the decision-making process about certification." He went on to comment that "The organized teaching profession has expressed more dissatisfaction with the control over the process of certification than it has with the content, the purposes, the alternatives, or the means of determination. Professional literature refers to self-governance and professional autonomy as a necessity before accountability can be acknowledged." [29]

It should be kept in mind that professional personnel in higher education institutions, state departments of education, and schools are not the only ones concerned and involved in the struggle for power and control. The public, too, is in the struggle in a variety of ways. The National School Boards Association has made clear their view that as representatives of the public they have a large stake in teacher education and practice; they have warned that they do not intend to be overlooked in the decision-making bodies.

Another type of public concern and action has hit the headlines. Consumers are now suing the schools to enforce what they see as their right to quality education. This January, the U. S. Supreme Court, ruling unanimously in a class action suit, declared that federal law requires public schools to take positive steps to help children with language deficiencies. The plaintiffs, representing some 1800 Chinese-speaking San Francisco children, sued officials responsible for operating the San Francisco Unified School District to

rectify what they felt was unequal treatment.[30] The distance between suing the schools and suing the instructors *in* those schools might be short indeed.

Still a different but related channel through which public control might flow is now open and above board in connection with hospitals. *The New York Times* reported in December 1973 that "For consumers with complaints about a hospital . . . there is now a procedure by which they can have an effect on the accreditation process, either through the Joint Commission on Accreditation of Hospitals or through the United States Office of Health, Education, and Welfare."[31] How far would you guess it is between that move and similar moves with respect to schools and personnel within them?

Finally, I call your attention to the rapid development occurring in the Institute for Responsive Education established just one year ago by a former U. S. deputy commissioner of education. The Institute is designed to conduct a program of study and assist the process of citizen participation in educational decision making.[32]

It is abundantly clear that at this point we are in a political battle – in a struggle for power and control. The issues are sharply drawn at the state and national levels, the chief contenders in the struggle are apparent, positions on the issues have been pronounced, and an encouraging amount of activity is going on in efforts to resolve the issues

Meanwhile, at the local interface between higher education institutions and schools, the same issues take on new dimensions and greater specificity. Even if that interface is no more than arrangements for a typical student teaching program, both school and university personnel are likely to be under new kinds of stress as their roles and responsibilities are challenged and efforts to clarify them run into obstacles of tradition, inflexibility, incompetence, or just plain power plays on the part of any or all participants. The evolving pattern of teacher centers, collaborative arrangements, or consortia as the locus of important decision making simply heightens the tensions.

Decision making in such complex situations often requires human beings to revise self-concepts and live with role ambiguity through lengthy periods of adjustment. Communication may be difficult, and self-imposed restraints on judgmental behavior may fray the nerves. Yet this is where it all comes to rest; the buck stops here. This is where individual practitioners from schools and colleges come together to exercise their understandings of their responsibilities to the profession.

Permit me to make a few observations about this continuing struggle for power and control in the preparation, licensure, and practice of educational personnel. The controlling power has for too long been in higher education institutions. Practitioners in elementary and secondary schools have performed outstanding service in working with students in all kinds of field experiences and at the same time have been denied any significant role in decision making regarding preparatory programs. That imbalance must be corrected. It is axiomatic, however, that to redress the balance by creating an imbalance of power in the opposite direction will solve no issues and contribute little to improving teacher education.

Designing, conducting, and evaluating educational personnel development programs calls for different types of expertise, some more likely to be present in those whose daily practice is at the elementary or secondary level and others more likely to be the possession of higher education practitioners. The right to a share of power at any point in educational development depends not on the locus of practice but upon the expertise an individual has or develops as required in the particular decisions to be made and carried out.

The acquisition of self-governance in any profession is of little consequence unless it is embedded in other prerequisites to professional status. In addition to specialized preparation, rational decision making in practice, and allegiance to the ethical and performance standards set by the professional culture, there is a requirement that practitioners be students of their practice, thus advancing knowledge relevant to it. Whether one practices in schools, staff development centers, community agencies, government departments, or higher education institutions, those demands are required of the professional.

The power to control the preparation, licensure, and continuing practice of members in any profession—that is, self-governance achieved without the accompaniment of other requirements for professional status—will be short-lived. At an earlier period when the struggle for power and control was intense, a national task force advanced recommendations on self-governance in the teaching profession. They wrote of the profession:

> More than two million specialists in education are bound together by a chain of common purpose: to provide the best possible education for the citizens of this nation. . . . Within this body there exists differentiation in function and consequent variation in specialization, but such differentiation does not entail differences in status, prestige, or quality of contribution to the central purpose. . . . To improve the quality of education in this

country, it is imperative that all who by profession participate in educating children, youth, and adults come closer together in association so that mutual understanding and respect can be fostered and commitment to common purpose can be made an explicit guide for group and individual action.[33]

It is even more imperative today that the profession be conceived by each and all of us as a body of educators working at all levels and on different functions. Nothing short of complete honesty and mutual respect in a collaboration – a partnership with integrity – at every level will enable constructive momentum to evolve from the present ferment around the struggle for power and control.

Perhaps the political struggle demands of us a large amount of statesmanship. Surely efforts to enhance the quality of teacher education require the utmost in scholarship. But in fact it is the combination of statesmanship and scholarship in all of our endeavors that makes it possible for momentum to become a constructive force in pushing toward increasing the quality of teacher education.

NOTES

1 Carnegie Commission on Higher Education. *Governance of Higher Education: Six Priority Problems*. New York: McGraw-Hill, 1973, p. 40.

2 Peterson, Iver. "All Professors Learning Economics." *New York Times*. January 6, 1974.

3 Ibid.

4 Teacher education is defined to include the total initial and continuing education and development of personnel to serve as professional practitioners at any one or more levels of education – early, elementary, secondary, higher – regardless of where that education takes place or by whom it is sponsored.

5 For summaries of surveys, see Cooperative Accountability Project, *Legislation by the States: Accountability and Assessment in Education*, Denver: The Project, 1974; Pitman, John C., *Summary of Actions Taken by Selected States Involved in Developing Competency-Based Certification Programs*, Durham, New Hampshire: New England Program in Teacher Education, 1973; and Schmieder, Allen, *Competency-Based Teacher Education: The State of the Scene*, Washington, D. C.: The American Association of Colleges for Teacher Education and ERIC Clearinghouse on Teacher Education, 1973.

For examples of state enactments concerning evaluation based on performance criteria, see New Jersey, *Senate Bill No. 2233*, enacted May 20, 1971; and Connecticut, *Public Act No. 73-456*, Section 1, c, 1973.

6 For example, see from the state department in the identified states the following: Arizona: *Performance Certification, What Is It?*, 1972; Connecticut: *PPPBTE* (Pilot Projects on Performance-Based Teacher Education), 1972; Florida: *Performance-Based Teacher Certification: Florida Project Program*, 1972; Georgia: *Development of a Long Range Plan for Achieving Competency-Based Education and Certification*, 1973; Louisiana: *A Model for Competency-Based Teacher Education*, 1973; Maryland: *Competent Performance in Teacher Education*, 1973; New Jersey: *Performance-Based Teacher Certification: A Survey of States*, 1972; New York: *A New Style of Certification*, 1972; New York: Competency-Based Certification (a newsletter); Oregon: *Process Standards and Guidelines for Competency-Based Educational Personnel Development Programs*, 1972.

7 See Schmieder, Allen, op. cit. (footnote 5), for centers and other sources and for a shortened form of his Glossary.

8 See Elfenbein, Iris, *Performance-Based Teacher Education Programs: A Comparative Description*, Washington, D. C.: The American Association of Colleges for Teacher Education, 1972; Committee on Performance-Based Teacher Education, "Report of a Survey of 1,250 Institutions," Washington, D. C.: AACTE, 1973. Mimeographed; Educational Testing Service. Teacher Programs and Services, "Performance-Based Teacher Education: Results of a Recent Survey." Princeton: ETS, 1973. Mimeographed.

9 See Pitman, John C., op. cit. (footnote 5), for descriptive data on consortia and centers for cooperative work on performance-based programs.

10 Maeroff, Gene I. "Teachers Assail Plan on Training." *New York Times*, December 1, 1973.

11 "Teaching By Doing." Editorial, *New York Times*, December 14, 1973.

12 *AACTE Bulletin* 26 no. 9 (November 1973), p. 4.

13 Brown, Arthur. As quoted in Leonard Kaplan's "Survival Talk for Educators." *The Journal of Teacher Education* 26, no. 4 (Winter, 1973), p. 319.

14 London, Herbert. "Experimental Colleges, University Without Walls: Reform or Rip-off?" *Saturday Review, Education*. December, 1972, pp. 62-63.

15 Flowers, John et al. *School and Community Laboratory Experiences in Teacher Education*. Washington, D. C.: The American Association of Colleges for Teacher Education (formerly the American Association of Teachers Colleges), 1948.

16 Committee on Performance-Based Teacher Education, op. cit. (footnote 8).

17 Educational Testing Service, op. cit. (footnote 8).

18 See, for example, Greene, Maxine. "The Matter of Justice." *Teachers College Record* 75, no. 2 (December 1973), pp. 181-191.

19 See, for example, Fuller, Frances F. and Brad A. Manning. "Self-confrontation Reviewed: A Conceptualization for Video Playback in Teacher Education." *Review of Educational Research* 43, no. 4 (Fall, 1973), pp. 469-528.

20 See, for example, White, Louise R. "PBTE in a Multicultural Society." *Journal of Teacher Education* 24, no. 3 (Fall 1973), pp. 225-231.

21 "A Model Teacher Standards and Licensure Act." National Commission on Teacher Education and Professional Standards in consultation with the National Commission on Professional Rights and Responsibilities and the NEA General Assembly, National Education Association, February 1971. Mimeographed.

22 The Task Force on Practicing Teacher Involvement in Teacher Education. Report to Members of the 1973 General Assembly, in *Task Force and Other Reports*. Washington, D. C.: National Education Association, 1973, p. 3.

23 AACTE-NCATE Task Force. "Report and Recommendations." Submitted to Board of Directors, August 1973. Mimeographed.

24 The Task Force on Practicing Teacher Involvement, op. cit., p. 4.

25 Ibid., p. 8.

26 Darland, Dave. As reported in the *AACTE Bulletin* 26, no. 9 (November 1973), pp. 5-6.

27 Denemark, George W. and Joost Yff, eds. *Obligation for Reform: The Final Report of the Higher Education Task Force on Improvement and Reform in American Education*. Washington, D. C.: American Association of Colleges for Teacher Education, 1974.

28 "AACTE State Leaders Consider Present, Future." *AACTE Bulletin* 26, no. 10 (December 1973), pp. 5-6.

29 Lierheimer, Alvin P. "Parsing the Paradox: Assuring Quality in School Personnel Preparation." Washington, D. C.: ERIC Clearinghouse on Teacher Education, 1971, pp. 6-8.

30 Lau et al v. Nichols et al. No. 72-6520. U. S. Supreme Court, January 21, 1974.

31 Gold, Gerald. "The Public Gets a Voice in Hospital Accreditation." *The New York Times*. December 20, 1973.

32 Davies, Don. "Institute for Responsive Education." Center for the Study of Education. New Haven, Conn.: Yale University, 1974.

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